



DEPARTMENT OF PLANNING
STAFF REPORT

PLANNING COMMISSION PUBLIC HEARING

DATE OF HEARING: August 28, 2006

PROJECT NUMBER/NAME:

**CPAM 2005-0003, Upper Broad Run/Upper Foley Transition Policy
Subareas**

**DECISION DEADLINE: At the discretion of the Planning Commission
(Board of Supervisors public hearing and action
to occur within 90 days of Planning Commission action.)**

ELECTION DISTRICT: Countywide PROJECT PLANNER: Cindy Keegan

EXECUTIVE SUMMARY

On July 6, 2006, the Loudoun County Planning Commission voted to forward CPAM 2005-0003, Upper Broad Run/Upper Foley Transition Subareas to the Board of Supervisors with a recommendation of approval. The recommended draft policies allow densities up to 4 dwelling units per acre in the Upper Broad Run and Upper Foley Subareas, in a mixed use land use pattern with areas designated for higher residential densities at key intersections (Attachment 1). On July 18, 2006, the Board of Supervisors voted to send the proposed CPAM back to the Planning Commission to accommodate their public hearing and review within a 90 day timeframe.

The proposed policies and maps make the following policy changes (Attachment 1):

- Residential densities up to 4 dwelling units per acre in the two Subareas, in a mixed use land use pattern;
- Areas designated for higher residential densities at key intersections;
- Changes to the Revised General Plan Planned Land Use Map for properties north of Route 50 from Industrial Community to Business Community;
- Provide policy direction for unmet housing needs.

SUGGESTED MOTIONS

1. I move that the Planning Commission forward CPAM 2005-0003, Upper Broad Run/Upper Foley Transition Policy Subareas to a Committee of the Whole for further discussion regarding outstanding policy issues.

OR

2. I move an alternate motion.

INTRODUCTION

The Upper Broad Run and Upper Foley CPAM is based on six applicant-initiated CPAMs for properties located within the Transition Policy Area and parts of the Suburban Policy Area that were accepted for review by the County in November 2004. The six applicant-initiated CPAMs proposed specific policy changes to the Comprehensive Plan to provide for a different community development pattern and increased residential densities in the Upper Broad Run and Upper Foley Subareas, and in portions of the Suburban policy areas. On March 1, 2005, the Board directed that these six applicant-initiated CPAMs be consolidated into one review of the area that encompasses all properties within the Upper Broad Run and Upper Foley Subareas and the portion of the Suburban Policy Area. Following a process that includes the typical components of Plan policy development such as, community outreach, issues discussions, and drafting of policy language, the Commission held a Public Hearing on October 3, 2005.

The Commission provided several opportunities for public comment as the plan policies were being developed (Attachment 3, Scope of Activities). The Commission hosted two Community Input Sessions, a Stakeholders' Meeting, and a Property Owners' meeting, all specifically designed to hear from the public. Further, the Planning Department hosted an Open House on September 26, 2005 to address questions regarding the draft amendment.

On October 18, 2005, the Board of Supervisors voted unanimously to place the continued review of the CPAM on hold, pending the completion of the plan amendment efforts related to the Route 50 corridor. In May 2006, work resumed on the CPAM and sub-committees of the Planning Commission considered in more detail issues related to transportation, density, housing mix, workforce housing, fiscal, environmental impacts and economic development.

The revised draft policies would amend the Revised General Plan Chapter 2, Planning Approach, to add policies that support housing to fulfill unmet housing needs. This CPAM would also amend the Revised General Plan Chapter 8, Transition Policy Area, and Chapter 11, Implementation, by revising, adding or deleting specific land use and design policies for the Upper Broad Run and Upper Foley Subareas of the Transition Policy Area. These efforts concluded in proposed amendments for these two Subareas that would support the development option of mixed use communities, through rezonings, within the Upper Broad Run and Upper Foley Subareas. The proposed amendments would support new development in the Upper Broad Run and Upper Foley Subareas generally in accordance with the Recommended Land Use Pattern Map (Attachment 1, Land Use Pattern Map-Recommended Residential Densities Upper Broad Run and Upper Foley Subareas).

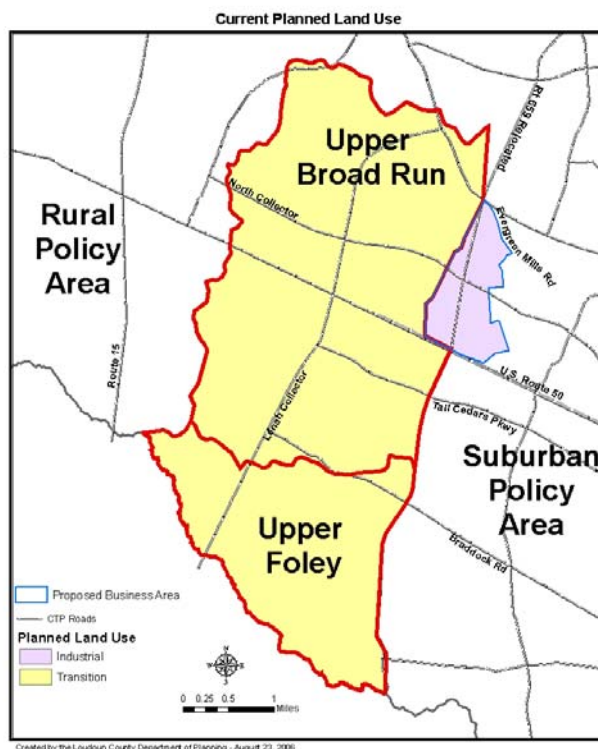
The CPAM would also change the Revised General Plan Planned Land Use Map for portions of properties near Arcola, from Industrial Community to Business

Community. Portions of these properties are located in the Airport Impact (AI) Overlay District.

Documents prepared during the policy development process, including issues papers, land use scenarios, memorandum, and meeting summaries are available in the Department of Planning and at www.loudoun.gov/compplan/transition.htm

CURRENT PLAN POLICIES

The current Revised General Plan policies for the Transition Policy Area envision a distinct planning area to serve as a visual and spatial transition between the Suburban Policy Area to the east and the Rural Policy Area to the west (see Current Planned Land Use Map below.) The Upper Broad Run Subarea comprises a total of approximately 6,400 acres divided among approximately 600 parcels or portions of parcels. The Upper Foley Subarea comprises a total of approximately 2,800 acres divided among approximately 90 parcels or portions of parcels.

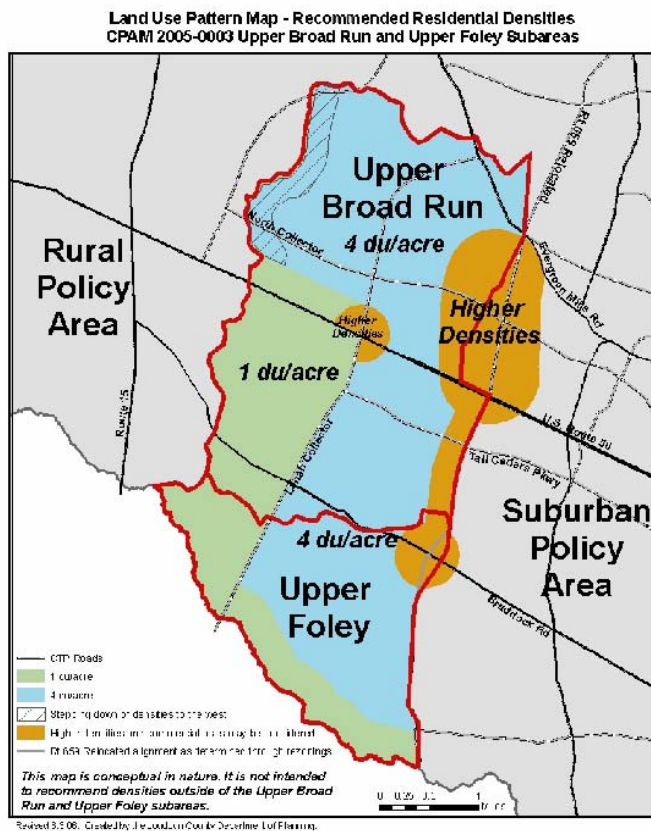


The Transition Policy Area policies are intended to achieve a balance between the built and natural environments. The Revised General Plan calls for residential uses within the Upper Broad Run and Upper Foley Subareas to develop as Rural Villages that include a mix of housing types and lots sizes or Residential Clusters of predominately single-family detached housing. The Plan calls for residential densities in these two subareas to develop in a clustered pattern of one dwelling unit per three acres or one unit per acre based on current zoning patterns with 50 to 70 percent open space. The Plan also encourages the development of non-residential uses in these Subareas that provide a transition

from suburban to rural. Central water and sewer is planned for the subareas. A more detailed discussion of the existing conditions within the two subareas including existing environmental and heritage resources can be found in Existing Conditions Issue Paper #1, in the Department of Planning and on the Loudoun County website at www.loudoun.gov/compplan/transition.htm

LAND USE CHANGES

The proposed amendments support new development in the Upper Broad Run and Upper Foley Subareas in accordance with the Recommended Land Use Pattern Map (See map below). The concept envisioned by the Planning Commission is for mixed use communities of suburban densities throughout the CPAM area with higher residential densities and commercial uses possible at key intersections and a “stepping” down in densities as development approaches the Rural Policy Area to the west. Residential densities up to four dwelling units per acre would be supported in the Upper Broad Run and Upper Foley Subareas. One dwelling unit per acre would be recommended west of the Lenah Collector, adjacent to Route 50, and along Bull Run. Higher densities and commercial uses would be supported within a corridor along Route 659 Relocated between Evergreen Mills Road (Route 621) and a point south of Braddock Road (Route 620).



The proposed policies support a suburban pattern of development and address topics such as: road and pedestrian networks, community design, land use arrangement, residential densities, non-residential uses, recreational uses, and open space and buffer requirements.

The CPAM would also amend the Revised General Plan Planned Land Use Map for portions of the properties east of the Transition Policy Area boundary near Arcola. The CPAM proposes to amend the designations for these properties from Industrial Community to Business Community (Attachment 1, Current and Proposed Planned Land Use Maps).

ANALYSIS

Development Potential

For the Commission's consideration, comparative analyses have been conducted for the following land use scenarios: (i) Scenario 1: current planned land use development; (ii) Scenario 2: build-out as reflected by looking at the lowest density proposed among the seven active re-zoning applications in the two Subareas: 2.95 units per acre, (iii) Scenario 3: build-out as reflected by looking at the densities proposed in the seven active re-zoning applications in the two Subareas and taking the average: 3.77 units per acre, and (iv) Scenario 4: build-out development based on the Planning Commission's recommendations (See Attachment 2, Build-out Analyses Methodology). In all scenarios, the potential residential units include the Upper Broad Run and Upper Foley Transition Policy Subareas. The proposed change to the planned land use map within the Suburban Policy Area from Industrial to Business is included in Scenarios 2 through 4 (under Scenario 1 there would be no residential units in this area). All scenarios are based on the Recommended Land Use Pattern Map (See Attachment 1).

The initial estimated build-out should not be viewed as a final predictive effort, but rather as an estimate of potential. Conditions vary widely parcel by parcel and may be affected over time by market forces, technology changes, regulatory issues, and property owner decisions. The current methodology provides a conservative estimate of residential development within the study area.

Attachment 2 describes the approach for determining the development potential in the CPAM area including acreages applied for density calculations. In general, the approach is similar to that taken during the Rural Policy Area discussion and is consistent with the original analysis provided to the Commission prior to their October 3, 2005 Public Hearing. That is, a parcel by parcel analysis based upon the Planning Commission recommended land use and density recommendations was performed (floodplain constraints were applied).

Scenarios

For each of the scenarios, the following maps and tables outline the maximum potential additional residential units and the associated population, students, and anticipated capital costs. The transportation impacts associated with the July 6, 2006 revised draft policies are not part of this analysis, however, they will be adjunct to the active Countywide Transportation Plan (CTP) revision effort.

Capital Facilities

To determine the fiscal impacts of the potential development, the Capital Intensity Factor (CIF) has been applied. The CIF formula is structured to take into account that different housing types create different service demands. The CIF is determined by five variables: unit type, persons by type of unit, number of school age children by type of unit, the costs of different types of facilities and

costs of schools. The Eastern Capital Facility Impact factors, as adopted by the Board of Supervisors on July 25, 2006, are used below. Capital costs do not include operating costs such as salaries, maintenance, debt service, etc.

Summary of Build-out Analyses

A summary of the build-out analyses for each of the Scenarios for the CPAM area indicates the following:

Estimated Totals: Tables 1-4 Combined (Total CPAM area: UBR/UF & SPA)

	Housing Units	Population*	Students*	Anticipated Total Capital Costs
Scenario 1: Planned Land Use	4,608	14,423	3,825	\$215,741,952
Scenario 2: "Lowest" Rezoning Density	28,085	73,391	15,245	\$918,541,044
Scenario 3: "Average" Rezoning Density	32,565	85,808	18,006	\$1,081,653,812
Scenario 4: Planning Commission Recommendation**	33,821	89,289	18,780	\$1,127,383,642

**Population and students are calculated based on all residential units being occupied. Typically less than 100% of units are occupied at any given time. For instance, a typical vacancy rate for SFD and SFA units is 5%.*

***Assumes maximum density.*

Scenario 1: Current Planned Land Use

Potential built-out under Scenario 1 is based on existing zoning patterns (predominantly 1 dwelling unit/acre or 1 dwelling unit/3 acres), as adopted in the Revised 1993 Zoning Ordinance, January 2003 (see Zoning Map below).

Density calculations were based on the parcel's primary zoning.

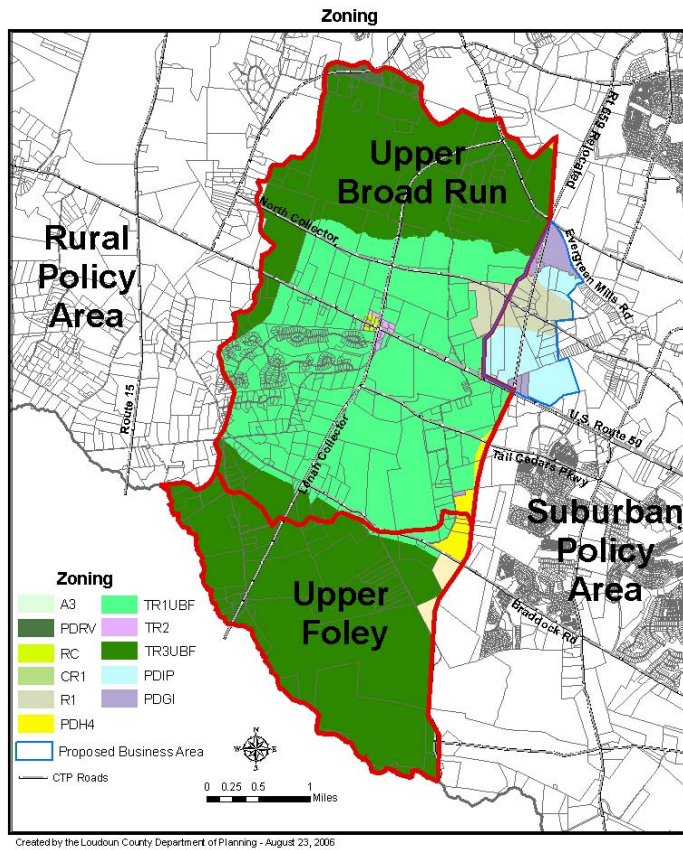


Table 1	Estimated Total Capital Cost Scenario 1-Current Planned Land Use*	
	Upper Broad Run/Upper Foley (UBR/UF)	Suburban Policy Area (SPA)
Density	Existing Zoning (0.33 and 1.0 dwelling unit/acre)	0
Housing Units	4,608	0
Population**	14,423	0
Students**	3,825	0
Anticipated Total Capital Cost	\$215,741,952	0

*Current Planned Land Use for the portion of the CPAM area that is within the Suburban Policy Area is planned for Industrial Uses where residential development is not permitted.

**Population and students are calculated based on all residential units being occupied. Typically less than 100% of units are occupied at any given time. For instance, a typical vacancy rate for SFD and SFA units is 5%.

Scenario 2: "Lowest" Rezoning Density

Potential build-out of Scenario 2 is based on build-out as reflected by looking at the lowest density proposed among the seven active re-zoning applications in the two Subareas: 2.95 units per acre (see Scenario 2 Map below and Attachment 2).

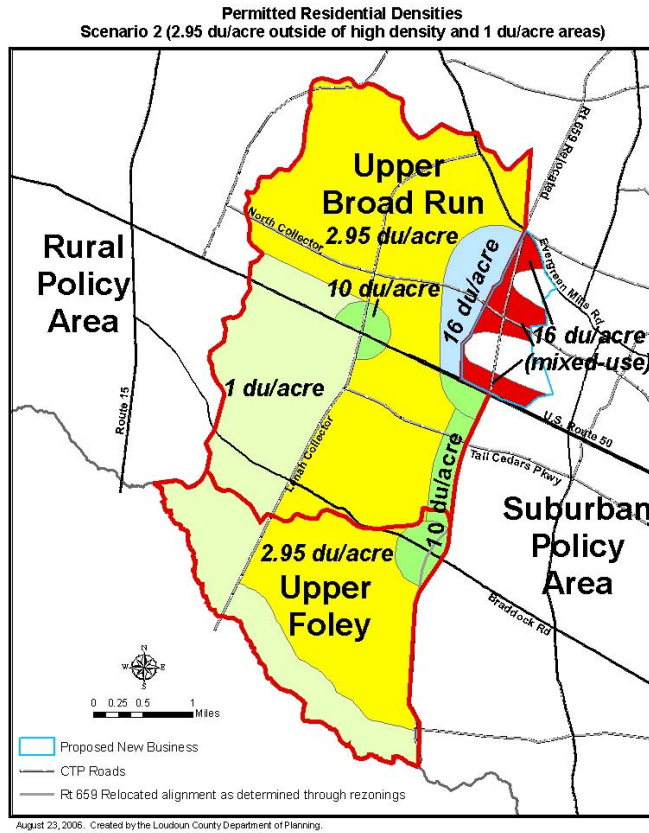
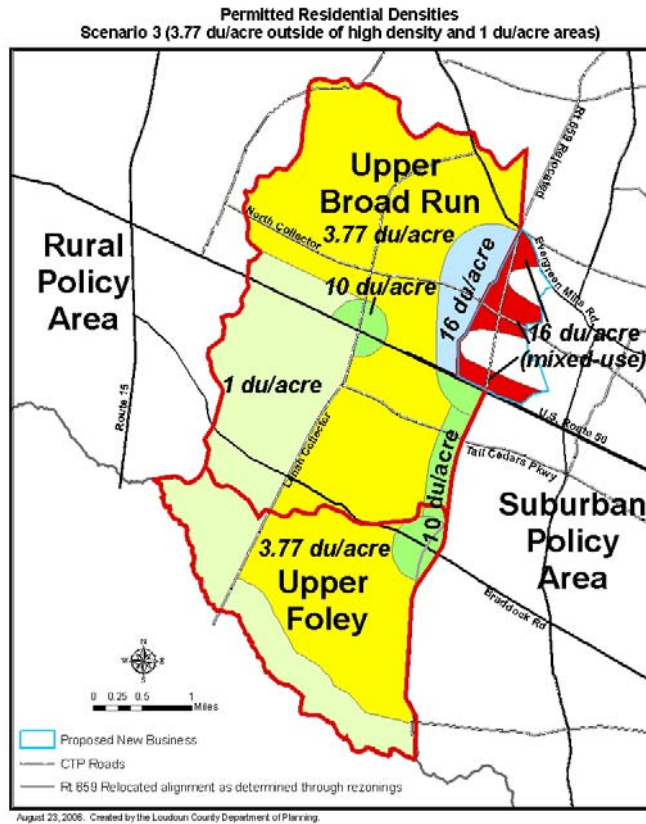


Table 2		
Scenario 2-"Lowest" Rezoning Density		
	Upper Broad Run/Upper Foley (UBR/UF)	Suburban Policy Area (SPA)
Density	2.95 dus/acre outside of high density & 1du/acre areas	25% of the developable land area at 16 dwelling units per acre
Housing Units	26,880	1,205
Population*	70,656	2,735
Students*	14,793	452
Anticipated Total Capital Cost	\$889,251,712	\$29,289,333

**Population and students are calculated based on all residential units being occupied. Typically less than 100% of units are occupied at any given time. For instance, a typical vacancy rate for SFD and SFA units is 5%.*

Scenario 3: "Average" Rezoning Density



Potential build-out under Scenario 3 is based on build-out as reflected in the densities proposed in the seven active re-zoning applications (list of rezonings included in Attachment 2, Methodology) in the two Subareas and taking the average: 3.77 units per acre (see Scenario 3 Map below).

Table 3		
Scenario 3: "Average" Rezoning Density		
	Upper Broad Run/Upper Foley (UBR/UF)	Suburban Policy Area (SPA)
Density	3.77 dus/acre outside of high density and 1 du/acre areas	25% of the developable land area at 16 dwelling units per acre
Housing Units	31,360	1,205
Population*	83,073	2,735
Students*	17,554	452
Anticipated Total Capital Cost	\$1,052,364,480	\$29,289,333

**Population and students are calculated based on all residential units being occupied. Typically less than 100% of units are occupied at any given time. For instance, a typical vacancy rate for SFD and SFA units is 5%.*

Scenario 4: Planning Commission Recommendation

Potential build-out under Scenario 4 is based on a build-out of the Planning Commission's recommendations (see Scenario 4 Map below and Attachment 2).

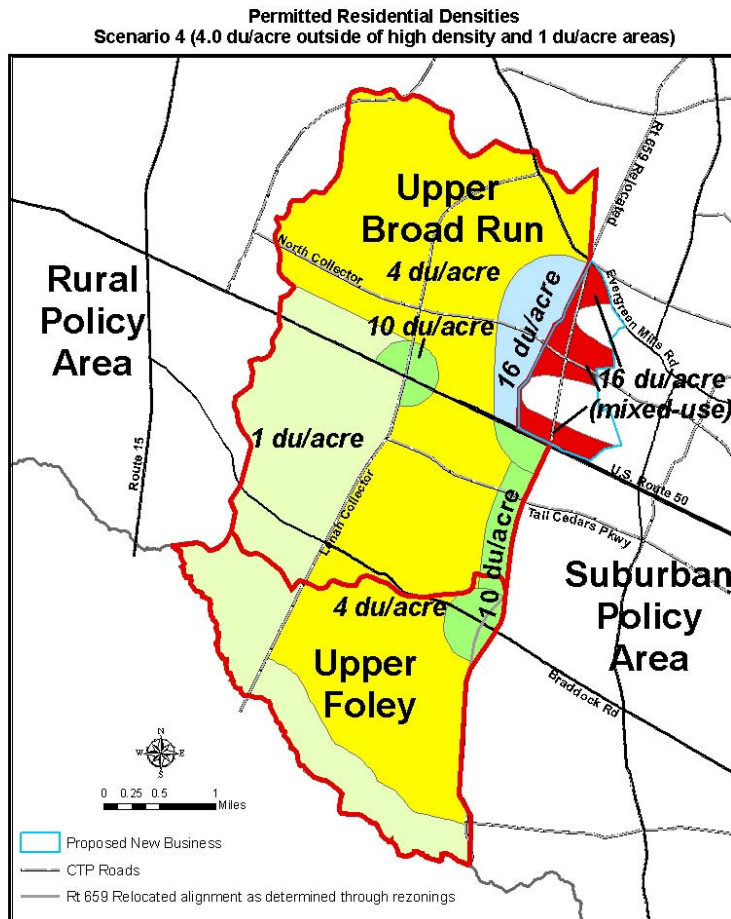


Table 4	Scenario 4: Planning Commission Recommendation	
	Upper Broad Run/Upper Foley (UBR/UF)	Suburban Policy Area (SPA)
Density	4.00 dus/acre outside of high density and 1 du/acre areas	25% of the developable land area at 16 dwelling units per acre
Housing Units	32,616	1,205
Population*	86,554	2,735
Students*	18,328	452
Anticipated Total Capital Cost	\$1,098,094,309	\$29,289,333

**Population and students are calculated based on all residential units being occupied. Typically less than 100% of units are occupied at any given time. For instance, a typical vacancy rate for SFD and SFA units is 5%.*

STAFF RECOMMENDATION

As part of the CPAM policy development, staff provided the Commission with data regarding potential capital costs and transportation impacts assuming complete build-out of the two Subareas under the proposed densities discussed at the October 3, 2005 Public Hearing (4 dwelling units per acre in the Upper Broad Run/3 dwelling units per acre in the Upper Foley).

Given the changes proposed in terms of increased residential density and the specificity of a map delineating specific residential densities throughout the CPAM area and possible commercial areas at key intersections, further discussion of the potential capital costs and transportation impacts is recommended prior to forwarding the CPAM to the Board of Supervisors.

Staff notes that the efficient development of areas that are within the utility service boundary of the County is important to minimize or defer the need to further expand service boundaries. Further, efficient development at higher densities could facilitate affordable residential development. Pending a full analysis of the capital facilities/services, transportation, and environmental impacts of potential future development, staff could recommend increased residential densities in the two Subareas with criteria which provides a link between future housing development to employment growth and allows for new development to proceed based on an applicant's willingness to mitigate capital impacts consistent with the policies adopted for the Transition Subareas.

ATTACHMENTS

1. Draft Policies, CPAM 2005-0003, Upper Broad Run/Upper Foley Subareas with proposed land use maps
2. Build-out Analysis Methodology for Scenarios
3. Scope of Activities